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Building Capacities for Evidence and Outcome-based Food Policy Planning and Implementation

The Example of the Comprehensive Africa Agriculture Development Programme

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ABSTRACT

The Comprehensive Africa Agriculture Development Programme (CAADP) is an Africawide framework for revitalizing agriculture and rural development in order to accelerate economic growth and progress toward poverty reduction and food and nutrition security. This study reviews CAADP and its strategic objectives, key players, implementation modalities, and approach to ensuring evidence and outcome-based policy planning and implementation. The study also lays out CAADP's common analytical framework at the country level and shares economic modeling results from member countries of the Economic Community of West African States (ECOWAS) in which analysis was conducted to examine agricultural growth and investment options for meeting CAADP growth and expenditure targets and the Millennium Development Goal target of halving poverty. Finally, the paper discusses CAADP's review and dialogue mechanisms and knowledge support systems that have been put in place to facilitate benchmarking, mutual learning, and capacity strengthening that will improve agricultural policy, program design, and implementation.

Keywords: CAADP, growth options, poverty reduction, MDG 1, public expenditure, ECOWAS, West Africa

ABBREVIATIONS AND ACRYONYMS

AgGDP	Agricultural Gross Domestic Product
AGRODEP	African Growth and Development Policy
AU	African Union
AUC	African Union Commission
BAU	Business as Usual
CAADP	Comprehensive Africa Agriculture Development Programme
CGIAR	Consultative Group on International Agricultural Research
COMESA	Common Market for Eastern and Southern Africa
ECOWAP	ECOWAS Agricultural Policy
ECOWAS	Economic Community of West African States
EDPRS	Economic Development and Poverty Reduction Strategy
ERG	Expert Reference Group
FAO	Food and Agriculture Organization
GDP	Gross Domestic Product
IFPRI	International Food Policy Research Institute
IITA	International Institute of Tropical Agriculture
IT	Information Technology
IWMI	International Water Management Institute
LPI	Lead Pillar Institution
MDG	Millennium Development Goal
NEPAD	New Partnership for Africa's Development
NERICA	New Rice for Africa
Non-AgGDP	Nonagricultural Gross Domestic Product
NPCA	NEPAD Planning and Coordination Agency
PSTA	Plan Stratégique pour la Transformation de l'Agriculture (Strategic Plan for the Transformation of Agriculture)
REC	Regional Economic Community
ReSAKSS	Regional Strategic Analysis and Knowledge Support System
SADC	Southern African Development Community
SAKSS	Strategic Analysis and Knowledge Support System
SSA	Sub-Saharan Africa

1. INTRODUCTION

In 2002, the African Union Commission (AUC) adopted the Comprehensive Africa Agriculture Development Programme (CAADP) as one of the main components of the New Partnership for Africa's Development (NEPAD). CAADP serves as a continentwide framework for guiding efforts by African governments to accelerate agricultural growth and progress toward poverty reduction and food and nutrition security by revitalizing agriculture and rural development. More specifically, the CAADP agenda asks African governments to adopt policies, implement programs, and raise investments in order to achieve a 6 percent growth rate and a 10 percent budget share for the agricultural sector. For most African countries, achieving these objectives will require significant increases in agricultural expenditures and greater efficiencies in both planning and executing investments in the agricultural sector.

CAADP as a growth and poverty reduction agenda promotes a set of core principles, including inclusive dialogue, peer review, benchmarking, and mutual learning, to improve the quality of governance as well as policy and program design and implementation in the agricultural sector, thereby raising the chances of the program's success. Ensuring that the principles are followed and that the growth and budget targets are met requires that policy and programs be better planned, growth and poverty reduction outcomes evaluated and tracked, lessons drawn, and best practices documented and disseminated.

This paper reviews the strategic orientation, objectives, and implementation modalities of CAADP. In particular, it stresses the role of an evidence and outcome-based approach to policy planning and implementation under the CAADP agenda and the strategy used to mobilize expertise and build the required capacities. The first section of the paper discusses CAADP as a collective strategic framework with key policy targets. The second section outlines the analytical framework used to take stock of and evaluate future options for growth, poverty reduction, and food and nutrition security at the country and regional levels. The creation of baselines and the development of alternative outcome scenarios are discussed. The third and fourth sections of the paper discuss the review and dialogue mechanisms that have been put in place to facilitate benchmarking, best practice dissemination, and mutual learning as integral elements of the transition toward evidence and outcome-based policy and program planning and implementation.

2. SETTING A COLLECTIVE STRATEGY FRAMEWORK FOR GROWTH, POVERTY REDUCTION, AND FOOD NUTRITION SECURITY

Developing a Collective Agenda for Growth, Poverty Reduction, and Food and Nutrition Security

In 2002, acting on strong interest from national governments to put agriculture at the forefront of the development agenda in Africa, the AUC and the NEPAD Planning and Coordination Agency (NPCA) (formerly NEPAD Secretariat) launched a process to develop CAADP as an Africawide strategy agenda for growth and poverty reduction. After consultations with the African ministers of agriculture, regional economic communities (RECs), and the international development community, an initial strategy for CAADP was developed. This strategy was erected on the basis of the following four pillars for investment in agricultural development:

1. *Pillar 1: Extending the area under sustainable land management and reliable water control systems.* Pillar 1 objectives are to (a) prevent fertility loss and resource degradation; (b) ensure broad-based and rapid adoption of sustainable land and forestry management practices among smallholder and commercial agents; and (c) improve management of water resources while expanding access to both small- and large-scale irrigation.
2. *Pillar 2: Improving rural infrastructure and trade-related capacities for market access.* Pillar 2 objectives are to (a) to accelerate growth in the agricultural sector by raising the capacities of private entrepreneurs, including commercial and smallholder farmers, to meet the increasingly complex quality and logistical requirements of markets (domestic, regional, and international) focusing on selected agricultural commodities that offer the potential to raise rural (on- and off-farm) incomes; and (b) create the required regulatory and policy framework that will facilitate the emergence of regional economic spaces that will spur the expansion of regional trade and cross-country investments.
3. *Pillar 3: Increasing food supply and reducing hunger.* Pillar 3 objectives are to (a) establish, at the national level, well-managed and regionally coordinated food reserves and early warning systems that will allow African countries to respond in a timely and cost-effective manner to food emergency crises; (b) reduce malnutrition in school-going children through diet supplementation with a complete meal that is adequate in carbohydrates, fat, protein, vitamins, and minerals; (c) expand local demand and stimulate production by smallholder farmers; and (d) develop an African nutrition initiative to meet countries' broader nutritional challenges in a way that takes account of the complex and multisectoral nature of the problem and possible solutions.
4. *Pillar 4: Expand agricultural research, and technology dissemination and adoption.* Pillar 4 objectives are to (a) achieve a sustained flow of technologies suitable to the African context and adequately meet the challenges of African agriculture through national agricultural technology systems that are responsive to constraints and opportunities facing farmers; (b) mobilize the large potential of cassava to contribute to food security and income generation among African countries; (c) contribute to food security and poverty reduction and ensure sustainable resource management in the rice sector of 10 eastern, central, and southern African countries through broad-based access to high-yielding New Rice for Africa (NERICA) rice lines, other improved varieties, and accompanying technologies; and (d) safeguard the future contribution of Africa's fish sector to poverty alleviation and regional economic development, in particular through (i) improved management of natural fish stocks, (ii) development of aquaculture production, and (iii) expansion of fish marketing and trade.

Defining Modalities for CAADP Implementation at the Regional and Country Levels

After CAADP was launched formally by the African Union (AU) heads of state and government in Maputo, subsequent consultation with RECs and NEPAD member countries on implementation of the strategy brought some fundamental changes. The initial strategy offered an already-defined, detailed set of CAADP project activities that did not easily lend themselves to a decentralized, bottom-up implementation. REC and country leaders wanted a decentralized approach because it would allow them to identify and tailor country CAADP activities to their own needs and circumstances, thus improving CAADP's chances of success at the local level. Responding to this input, the NPCA agreed to a new, internally formulated "roadmap" for CAADP implementation.[1] The 2004 roadmap empowered the RECs and countries to lead the CAADP process but retained the four CAADP technical pillars and objectives defined in the earlier strategy. In developing a roadmap for CAADP implementation, the NEPAD secretariat and relevant stakeholders built in four key guiding principles:

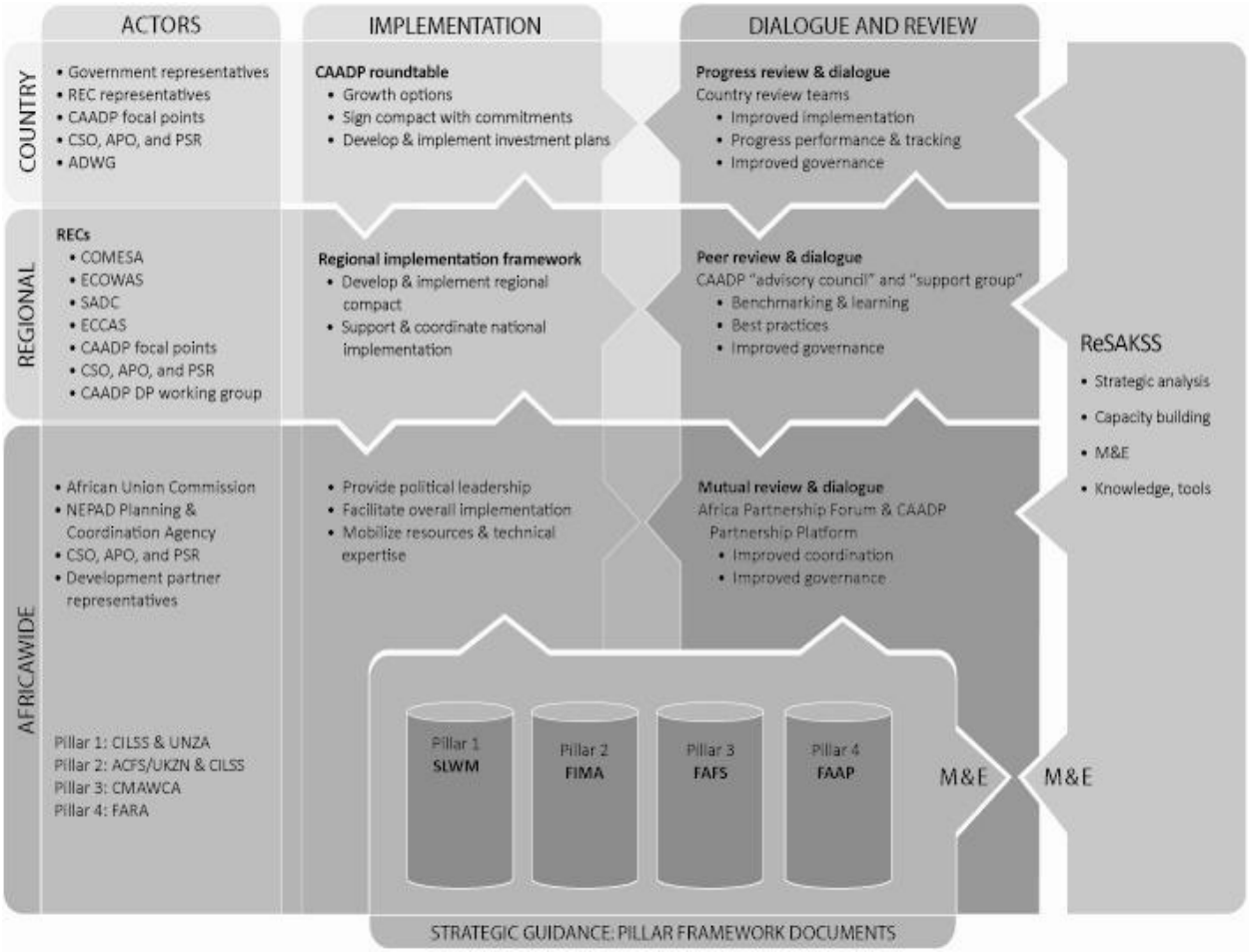
Constituency building would be emphasized in order to encourage civil society's participation in setting objectives and prioritizing programs. Partnerships with the private sector would be strengthened, and efforts to inform and involve other national government ministries would be encouraged early in the CAADP implementation process;

5. *Open consultation* would guide every level of the implementation process, including consultation with the AUC, RECs, national governments, and sector stakeholders, including farming communities;
6. *Investment priority setting* would create an analytical base for informed choices of project investments, provide balance between systemic and project interventions, and integrate CAADP programs into developmental budgets; and
7. Vigorous strategy for *resource mobilization* would help national governments reach the goal of a 10 percent national budget share for agriculture—agreed to under the 2003 AU Maputo Declaration on Agriculture and Food Security—and would build sufficient capacity within the NPCA, RECs, member countries, and CAADP-affiliated technical institutions to roll out and scale up CAADP effectively.

Working out the implementation modalities also required that key groups of actors be identified, their roles and responsibilities defined, and inclusive processes developed to coordinate involvement by all concerned parties. The success of CAADP as a collective agenda framework depended on broad ownership and participation by core stakeholder groups through shared processes, as described in Figure 1.

[1] See NEPAD Secretariat (2004).

Figure 1. Key actors, roles, and activities under CAADP implementation



Source: IFPRI, 2010.
Notes: ACFS/UKZN, African Center for Food Security at the University of KwaZulu Natal; ADWG, agriculture development partner working group; APO, agricultural producer organization; CAADP, Comprehensive Africa Agriculture Development Programme; CILSS, Permanent Inter-State Committee for Drought Control in the Sahel; CMAWCA, Conference of Ministers of Agriculture of West and Central Africa; COMESA, Common Market for East and Southern Africa; CSO, civil society organization; DP, development partner; ECCAS, Economic Community of Central African States; ECOWAS, Economic Community of West African States; FAAP, Framework for African Agricultural Productivity; FAFS, Framework for African Food Security; FARA, Forum for Agricultural Research in Africa; FIMA, Framework for the Improvement of Rural Infrastructure and Trade-Related Capacities for Market Access; M&E, monitoring and evaluation; NEPAD, New Partnership for Africa's Development; PSR, private sector representative; RECs, regional economic communities; ReSAKSS, Regional Strategic Analysis and Knowledge Support System; SADC, Southern African Development Community; SLWM, Sustainable Land and Water Management; UNZA, University of Zambia

3. ADOPTING A COMMON ANALYTICAL AND IMPLEMENTATION PLANNING FRAMEWORK

The CAADP Country Roundtable Process and Its Key Steps

Figuring out how to translate a continentwide framework into concrete country-level activities that add value to existing country efforts without duplicating them was a major challenge for NEPAD and CAADP stakeholders. To solicit country support for CAADP, NEPAD and the RECs emphasized that the initiative is designed to strengthen existing national efforts where needed without imposing new ones. Accordingly, the CAADP country process is initiated on a demand-driven basis through open consultation between RECs and their member countries. It is led by national governments and other local stakeholders with support from the RECs and NEPAD. The process consists of a series of steps that seek to achieve the following three main tasks (Figure 2):

1. *Stocktaking and growth options analysis to align national efforts*. The centerpiece of this component is the organization of country CAADP roundtables to review ongoing and future national development efforts. Stocktaking requires convening the roundtables wherein stakeholders consider policy, strategy, and investment efforts that could improve the likelihood of existing country-level efforts meeting the first Millennium Development Goal (MDG) targets and CAADP objectives. Growth options analysis requires data-driven simulation studies, executed by the International Food Policy Research Institute (IFPRI) or other regional technical experts, that look at alternative strategies for achieving CAADP's 6 percent target agricultural growth rate and 10 percent agricultural budget share and realizing the poverty MDG target by 2015. The output of this analysis would be a series of country-specific technical papers that analyze different scenarios for meeting national growth and poverty reduction targets.
2. *Building partnerships and alliances to accelerate progress.* The goal of this component is to develop partnerships at the country level to accelerate delivery on principles and targets within national policy and investment processes and meet the necessary policy, budgetary, and development assistance needs of CAADP. These might include public–private partnerships, business-to-business alliances, coordinating bodies for development assistance, and institutional mechanisms for policy dialogue as well as program progress and performance review.
3. *Tracking budgets and expenditures.* Reaching a 6 percent annual sector growth rate and a 10 percent national budget share for agriculture requires adoption and use of public expenditure reporting systems that allow detailed allocation, reporting, and tracking of expenditures in agriculture. The country-level process includes measures to improve budget classification, execution, and reporting systems to ensure reliable tracking of the level and efficiency of public sector investments.

Country CAADP Roundtable Tasks and Outcomes

The outcomes of the roundtable process include the following:

1. *Country progress and performance assessments.* The stocktaking process should provide a picture of how well a country's policies, strategies, and investments are aligned and conducive to meeting the 6 percent growth rate and 10 percent budget share targets. The assessment should also indicate gaps in sector policy, strategy, budgetary allocation, assistance, and dialogue that need to be bridged to put the country on track to achieve these targets.
2. *Country CAADP compact.* The compact consists of a set of defined actions, commitments, partnerships, and alliances agreed upon by national governments, the private sector, the

farming community, and development partners to bridge the gaps identified in the stocktaking process. The compact guides country policy and investment responses to meet the growth and budget expenditure goals; long-term planning of development assistance to support country efforts; and public–private partnerships and business-to-business alliances to raise and sustain necessary investments in agribusiness and farming. It is signed by the ministers of finance and agriculture, the AU Commission, RECs, development partners, and representatives of farmer organizations and the private sector.

3. *Dialogue and mutual review mechanisms.* Country dialogue and review mechanisms are established to encourage improved policy and strategy planning and implementation, leading to greater efficiency in the provision of public goods and services. They incorporate broad and inclusive representation of stakeholder groups, use effective monitoring and evaluation procedures to ensure high-quality reporting on performance and progress, and link to the regional-level dialogue and review process to facilitate cooperation, benchmarking, and mutual learning.

Key Actors and Their Roles in the CAADP Implementation Process

The CAADP country roundtable process requires vision and commitment on the part of several actors, who need to work complementarily. The most important among these actors are the following:

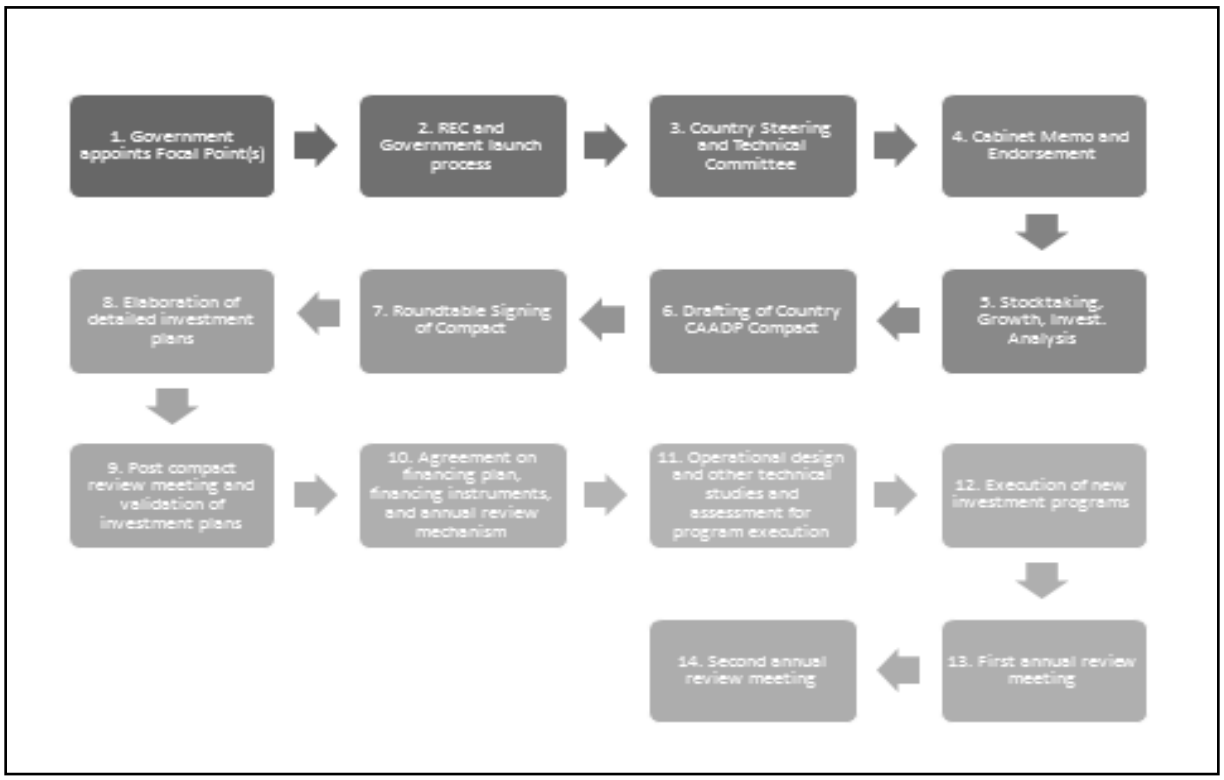
National governments lead the country implementation process through a *national committee* or *working group* or other mechanism set up to ensure effective leadership and coordination for CAADP. Although ministries of agriculture are expected to be heavily involved in the process, involvement by other ministries, including finance, trade, and industry, as well as the agribusiness and farming communities, is considered critical to successful roundtable planning and country compact implementation. A national committee or working group is charged with planning the roundtable and coordinating participation of the RECs, NEPAD, and development partners. National committees also coordinate the dialogue and review process once a compact is signed.

RECs and the *NEPAD secretariat* coordinate and facilitate the CAADP implementation process across countries. RECs set up regional coordination mechanisms and knowledge support systems to facilitate cross-country cooperation, peer review, and mutual learning. The NPCA assists with policy dialogue, mutual review, and coordination of development assistance. RECs may differ in their approach to coordinating CAADP country activity. For example, the Economic Community of West African States (ECOWAS) coordinates implementation in 15 countries through a director–general in the ministry in charge of NEPAD or regional integration, while the ministry of agriculture is in charge of technical leadership. In contrast, the Common Market for Eastern and Southern Africa (COMESA) does not use a similar comprehensive strategy. Instead, it coordinates its country CAADP process on a bilateral basis through a dedicated CAADP roundtable coordinator, who works with country steering committees, which in turn appoint one person to liaise with COMESA.

Development partners participate in the country roundtables and integrate relevant aspects of the country compact into their in-country planning processes and at the headquarter level, where appropriate. Partners are expected to align their strategies for African agricultural assistance with the CAADP framework and to join partnerships and alliances established under the CAADP country compacts.

Technical partners inform and guide the roundtable process to help country stakeholders identify technical priorities. Such partners include universities, specialized agribusiness and farmer organizations, subregional research organizations, and external technical agencies and research networks such as the Food and Agriculture Organization (FAO) of the United Nations and the Consultative Group on International Agricultural Research (CGIAR) centers.

Figure 2. The CAADP country roundtable process



Source: IFPRI, 2010.

Laying the Groundwork for Evidence and Outcome-Based Policy Planning and Implementation at the Country Level: The Example of ECOWAS Member States[2]

CAADP reflects an option for evidence and outcome-based planning and implementation in support of an inclusive sector-level review and dialogue process that is in line with the broader NEPAD peer-review and accountability principle. This section describes the implementation steps and outputs among ECOWAS member states, illustrates how African countries are moving toward evidence and outcome-based planning and implementation, and details the facilitating role played by IFPRI. ECOWAS is implementing the CAADP agenda under its regional agricultural policy ECOWAP (ECOWAS Agricultural Policy) and is referred to here as ECOWAP/CAADP.

An important part of the evidence and outcome-based planning and implementation process includes the systematic review of past, current, and emerging country efforts against specific policy goals and targets. This, in the context of CAADP, means the following:

1. Examining the recent growth performance of the agricultural sector as well as future growth and poverty outcomes based on observed trends,
2. Determining how such outcomes compare with the targets established for the sector under the CAADP agenda and how they compare with the MDG target to halve the proportion of people living on less than $1 per day,
3. Measuring the prospects of meeting these targets and analyzing the implications for future sector growth and poverty reduction strategies, and

[2] See ECOWAS (2009). The 15 member states of ECOWAS are: Benin, Burkina Faso, Cape Verde, Cote d'Ivoire, Gambia, Ghana, Guinea, Guinea Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone, and Togo.

4. Estimating the long-term funding needs to accelerate agricultural growth and achieve the poverty MDG target.

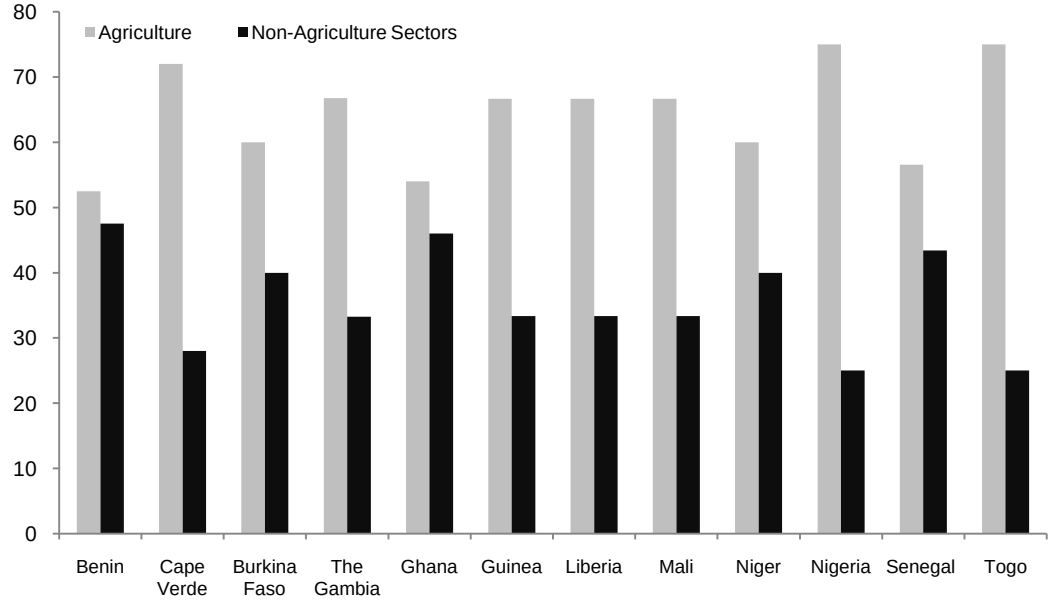
   The following sections describe how these steps are carried out using examples from ECOWAS countries.

Agricultural Growth and Poverty Reduction among ECOWAS Countries

The nature of ECOWAP/CAADP as the centerpiece of poverty reduction and food and nutrition security strategies among member states implies that agriculture and its individual subsectors must play a primary role in the pro-poor national and rural growth strategies. Therefore, successful implementation of the agenda at the country level should be guided by a good understanding of the impact of sectorwide and subsector growth on income and poverty levels. For that purpose, the authors together with country experts developed and used detailed country-level economywide computable general equilibrium (CGE) models to analyze these impacts as well as to assess the public resources required in the agricultural sector to achieve the development goals to which ECOWAS countries have committed. Analysis of growth effects on poverty reduction across different sectors and subsectors of ECOWAS countries reveals that the contribution of agricultural growth would be relatively higher than the contribution of nonagricultural growth. Figure 3 shows that, for a given reduction in poverty levels resulting from equal rates of growth in the agriculture and the nonagricultural sectors, more than half of that reduction would be attributable to the agricultural sector. From 52.5 percent in Benin, the contribution of agricultural growth to poverty reduction reaches 75 percent in Nigeria and Togo and nearly 60 percent in most of the considered countries.

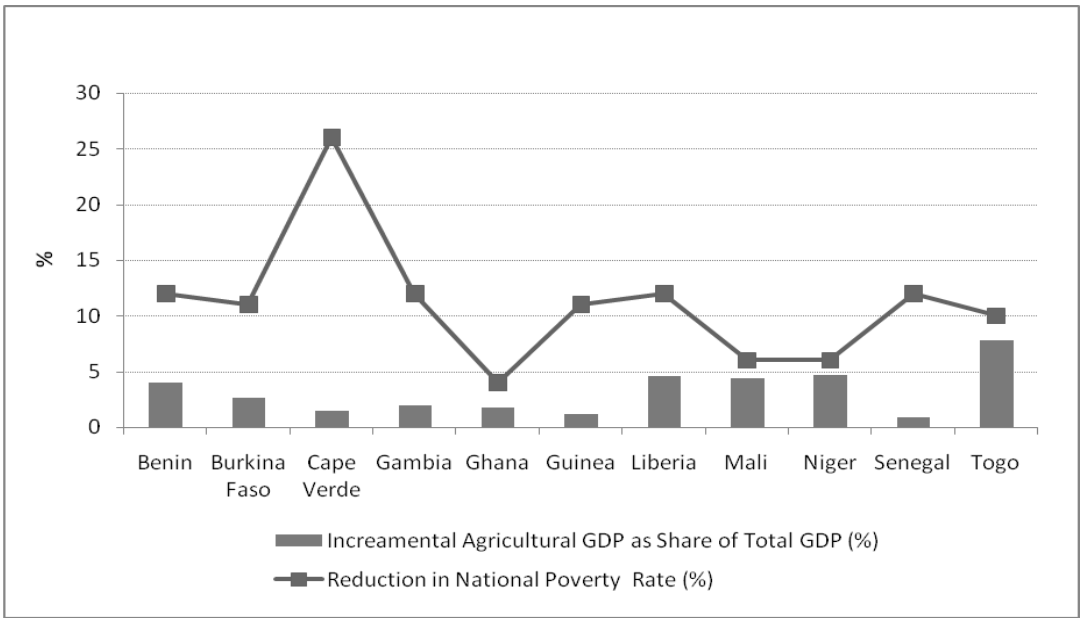
Figure 4 shows the cumulative contribution of a 1 percent incremental growth in the agricultural sector to overall agricultural gross domestic product (GDP) and poverty reduction by 2015 across ECOWAS countries. For example, the cumulative increase in the value of agricultural GDP that would result from an additional 1 percent increase in the rate of agricultural growth by 2015 would be the highest in Togo, where it would reach 8 percent of the country's overall GDP in 2008. The impact in terms of poverty reduction would be highest in Cape Verde, with a cumulative decline in the national rate of poverty (headcount ratio) of 26 percent.

Figure 3. Contribution of agricultural growth to poverty reduction (%)



Source: Model simulation results for ECOWAS countries.

Figure 4. Contribution of an additional 1% agricultural growth to agricultural GDP and poverty reduction by 2015



Source: Model simulation results for ECOWAS countries.

Effectiveness of Alternative Agricultural Growth Strategies in Relation to Poverty Reduction

Although accelerated growth of the agricultural sector as a whole may be the most promising strategy for poverty reduction currently available to African countries, such a strategy must recognize that agricultural subsectors do not contribute equally to growth and poverty reduction. The importance of each subsector's contribution to growth is measured by its initial share in income and employment and its potential to contribute to accelerated growth.

Accordingly, the next step in the evidence and outcome-based planning process is to analyze the contributions of individual subsectors in fine-tuning the prioritization process of investments in the agricultural sector. The results of that analysis are listed in Table 1, which indicates that the food crops subsector has the greatest potential to contribute to increases in farm income and poverty reduction. Livestock also emerges as a strategic area of intervention among Sahelian countries. However, the results also demonstrate that isolated strategies exclusively targeting a single commodity or subsector would be less effective for poverty reduction than a comprehensive strategy aiming for broad-based agricultural and nonagricultural growth.

Simulation results for ECOWAS countries suggest the following guidance for the design and implementation of strategies seeking to achieve ECOWAP/CAADP growth and MDG 1 targets in ECOWAS countries:

1. Agriculture will remain the main source of growth and poverty reduction at both the national and rural levels during the next 10 to 15 years.
2. Isolated growth strategies based on single agricultural subsectors will not significantly reduce poverty rates.
3. The potential for poverty reduction is greater if the growth strategy is broadly diversified across both agricultural and nonagricultural sectors.

Table 1. Strategic agricultural subsectors for growth, poverty reduction, and food and nutrition security

Countries	Agricultural subsectors
Benin	Food crops (roots, tubers)*
Burkina Faso	Cattle, sorghum/millet
Cape Verde	Food crops
The Gambia	Cereals (millet/sorghum),* livestock
Ghana	Root crops, fisheries
Guinea	Rice
Liberia	Food crops
Mali	Food crops (rice, millet/sorghum)*
Niger	Livestock
Nigeria	Cassava, rice
Senegal	Livestock, food crops (millet/sorghum, rice)*
Sierra Leone	Cassava
Togo	Food crops

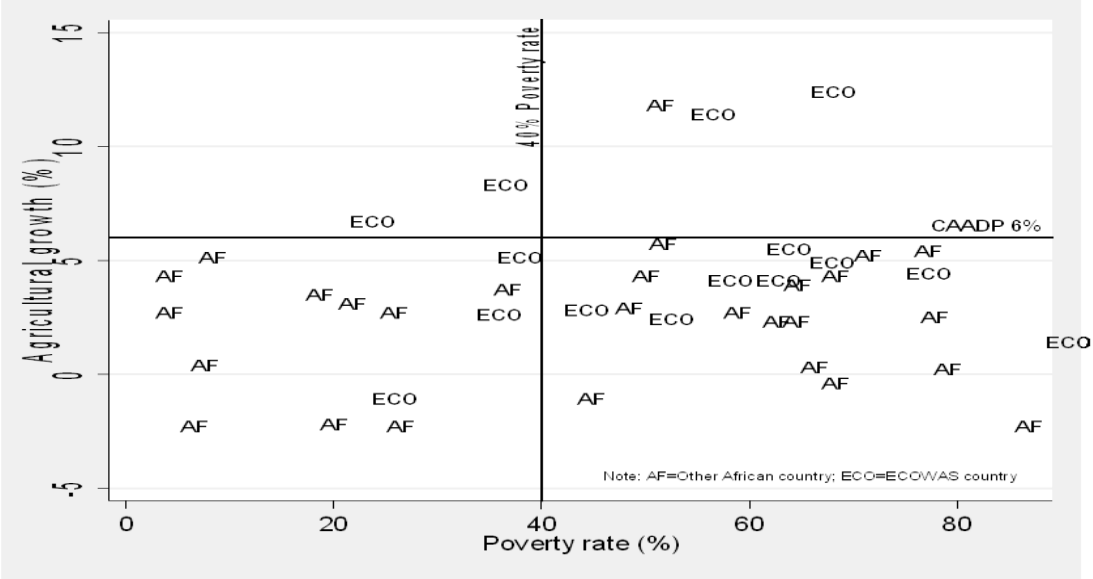
Source: Source: Model simulation results for ECOWAS countries.
Note: * For countries where a disaggregated social accounting matrix did not exist, results were taken from the IFPRI multimarket model.

Agricultural Growth and Poverty Reduction: ECOWAS versus Other African Regions

Benchmarking against similar countries is another important element of evidence and outcome-based planning. In this example, West African countries are compared to their peers in other parts of the continent. The results summarized below indicate that between 1999 and 2005, the agricultural sector grew by 5.0 percent per year in the ECOWAS region, well above the African average of 3.3 percent. However, the average poverty rate in the region (50.2 percent) was higher than the African average (45.6 percent). Cape Verde and The Gambia (from ECOWAS) were the only African countries with poverty rates less than 40 percent and agricultural growth rate greater than 6 percent (Figure 5). Figure 6 shows the distribution of ECOWAS countries with respect to both poverty rate and agricultural growth rate. The majority of ECOWAS countries are in Group I, based on the following definitions:

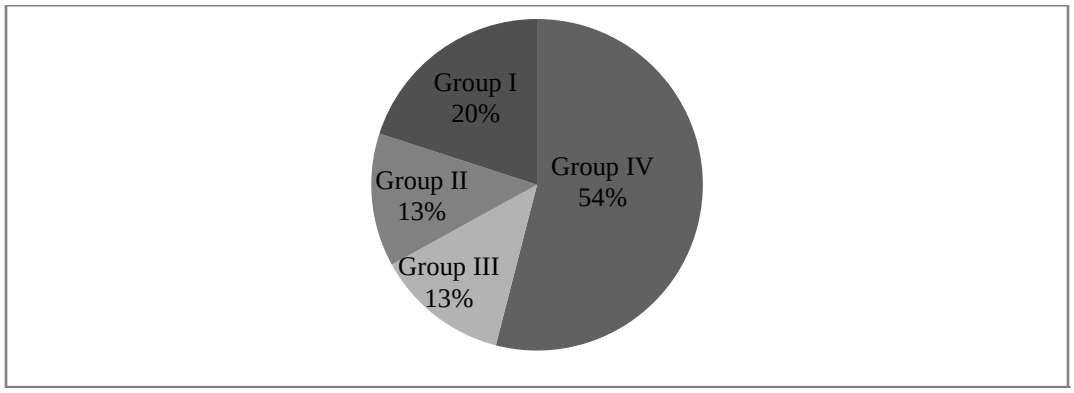
- Group I: Less than 6 percent growth rate and less than 40 percent poverty rate
- Group II: Greater than 6 percent growth rate but less than 40 percent poverty rate
- Group III: Greater than 6 percent growth rate and greater than 40 percent poverty rate
- Group IV: Less than 6 percent growth rate but greater than 40 percent poverty rate

Figure 5. ECOWAS standing with respect to CAADP target and poverty reduction (1999–2005)



Source: World Development Indicators, 2008

Figure 6. Distribution of ECOWAS countries with respect to poverty rate and growth rate (1999–2005)

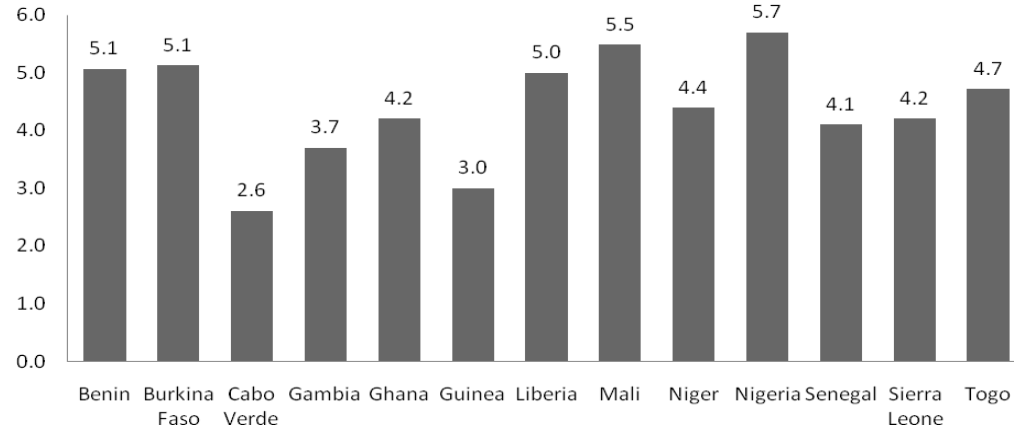


Source: World Development Indicators, 2008.
Note: Group I countries have growth rates <6 percent and poverty rates <40 percent; group II countries have growth rates >6 percent but poverty rates <40 percent; group III countries have growth rates >6 percent and poverty rates >40 percent; and group IV countries have <6 percent growth rates and poverty rates >40 percent.

Are ECOWAS Countries on Track to Meet CAADP's Growth and Poverty Reduction Targets by 2015?

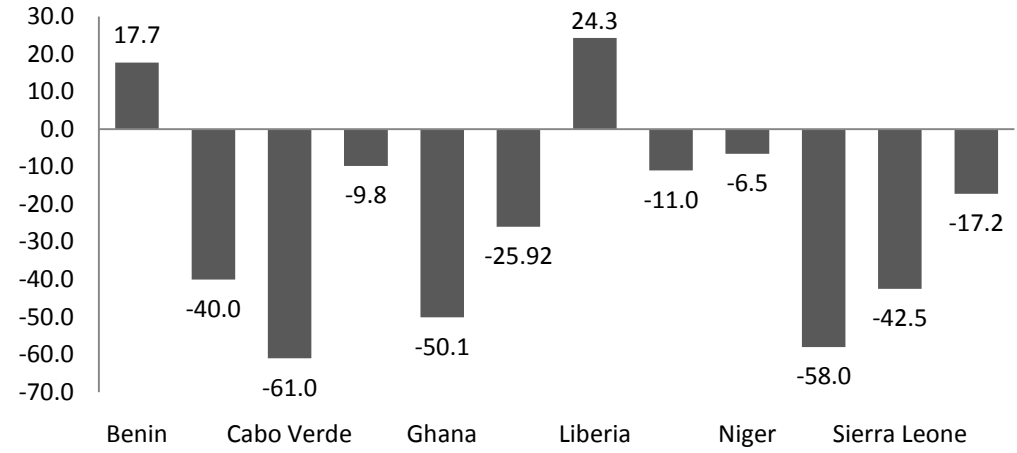
A question that may be asked under evidence and outcome-based planning is related to the extent to which specific goals and target would be met under current and alternative scenarios. As an illustration, among ECOWAS countries, under current trends, expected agricultural growth rate performance is projected to stabilize at around 3 percent to 6 percent by 2015 (Figure7). Although positive, the growth rate for agriculture would be less than the 6 percent CAADP target. Moreover, the projected agricultural performance would not be sufficient to achieve MDG1 by 2015, except in Ghana, Cape Verde, and Senegal (Figure 8). In countries such as Benin and Liberia, without intervention the poverty rate is expected to increase by 17.7 percent and 24 percent, respectively, by 2015.

Figure 7. Expected agricultural growth rate (%) by 2015 under current trends



Source: Model simulation results for ECOWAS countries.

Figure 8. Expected poverty reduction (%) by 2015 under current trends

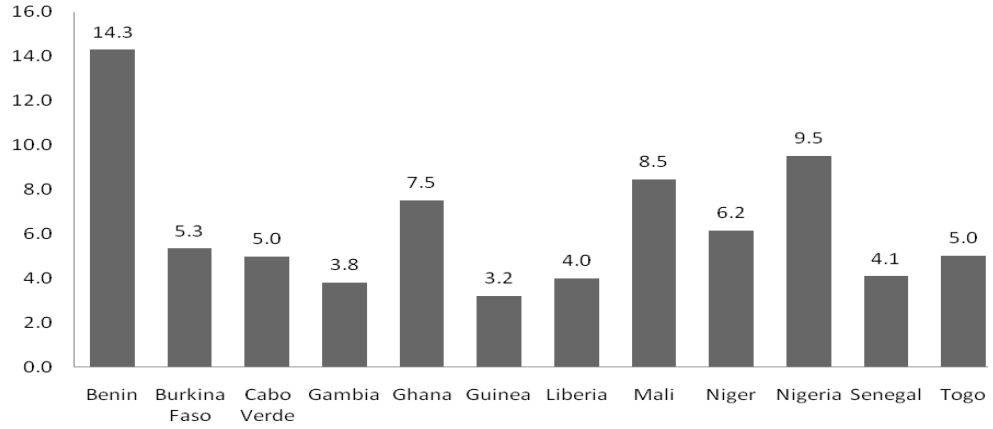


Source: Model simulation results for ECOWAS countries.

Would Emerging National Strategies Maintain Progress toward CAADP's Growth and MDG Targets?

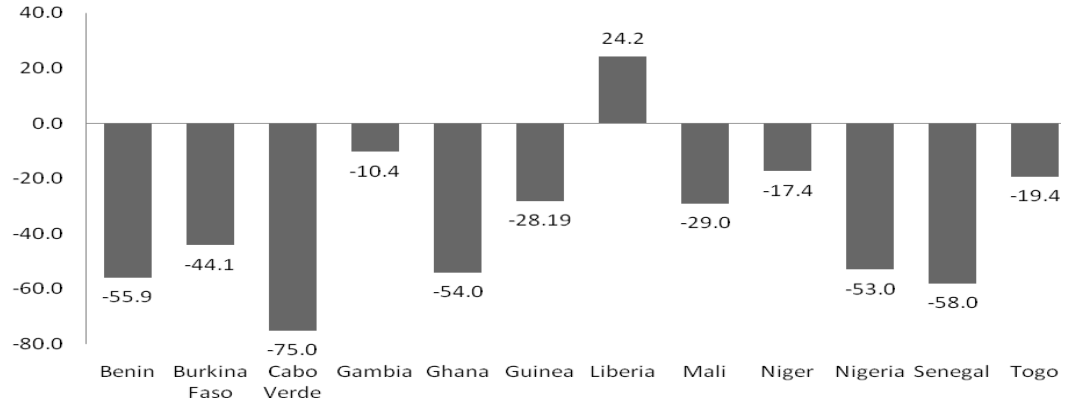
As shown in Figure 9 and in contrast to current trends, successful implementation of emerging national strategies for agricultural sector support should have a significant impact on agricultural growth. On average, agricultural growth is expected to increase from 4.6 percent under status quo to 6.4 percent by 2015 with the implementation of national strategies. However, countries such as Togo, Burkina Faso, The Gambia, Senegal, Guinea, Cape Verde, and Liberia still will perform below the CAADP target of 6 percent. With respect to poverty reduction, Benin would be the only country to join Ghana, Cape Verde, and Senegal as MDG1 achievers under planned national strategies (Figure 10). However, expecting Benin's agricultural sector to grow by 14.3 percent per year, as suggested under existing plans, is highly unrealistic. Also of note is that, even under a coherent national strategy, Liberia's poverty rate would rise by 24.2 percent. Nevertheless, achieving the CAADP target would lead to a substantial reduction in the poverty rate across countries in the region, even though few would be expected to reach MDG1 by 2015 (Figure 11).

Figure 9. Expected agricultural growth rate (%) by 2015 under national strategies



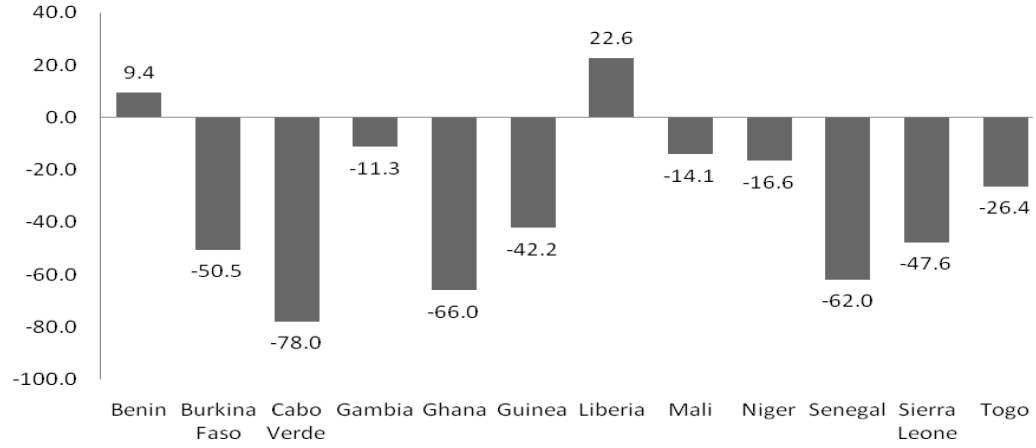
Source: Model simulation results for ECOWAS countries.

Figure 10. Expected poverty reduction (%) by 2015* under national strategies



Source: Model simulation results for ECOWAS countries.
*For Nigeria, the time horizon was extended to 2017, when the country is expected to halve the poverty rate compared to its 1996 level.

Figure 11. Expected poverty reduction (%) by 2015 under CAADP 6% growth target

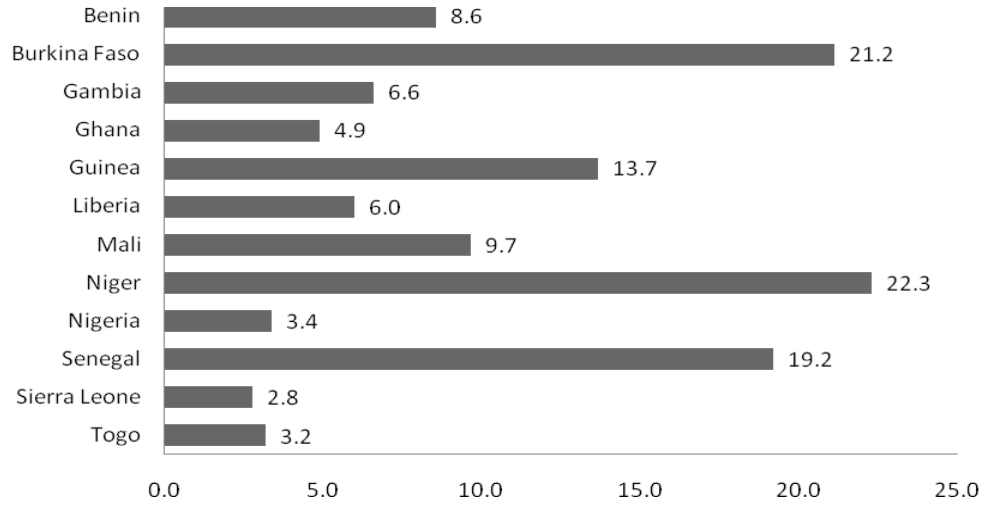


Source: Model simulation results for ECOWAS countries.

Long-term Funding for Agricultural Growth and Poverty Reduction

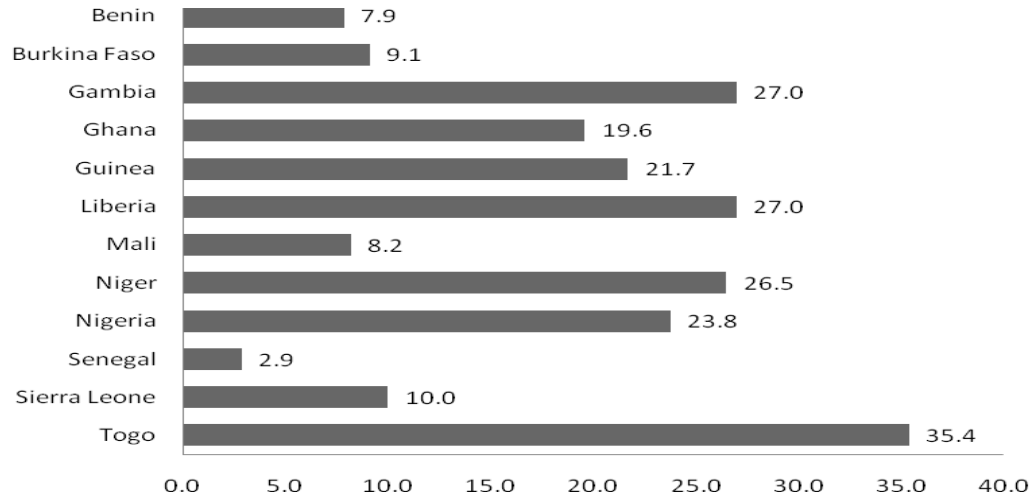
Another element of evidence and outcome-based planning is a good understanding of current and required investment volumes to achieve specific targets. The example of ECOWAS shows that, across the region, the current share of agricultural spending relative to total spending is 10.7 percent on average. However, the distribution of agricultural budget shares across countries is quite uneven, ranging from 2.8 percent in Sierra Leone to 22.3 percent in Niger (Figure12). In most countries, 60 percent to 80 percent of the overall agricultural budget is funded from external resources. To achieve the CAADP target, most of the countries would have to almost double their current shares of agricultural spending. On average, an agricultural funding growth rate of 18.3 percent is required to achieve the CAADP agricultural growth target of 6 percent. As shown in Figure13, agricultural funding growth rates range from 2.9 percent (Senegal) to 35.4 percent (Togo).

Figure 12. Current share of agricultural spending* (%) relative to total government spending



Source: Respective country CAADP Roundtable Brochures number 4.
Note: **Current* refers to the latest year for which data is available.

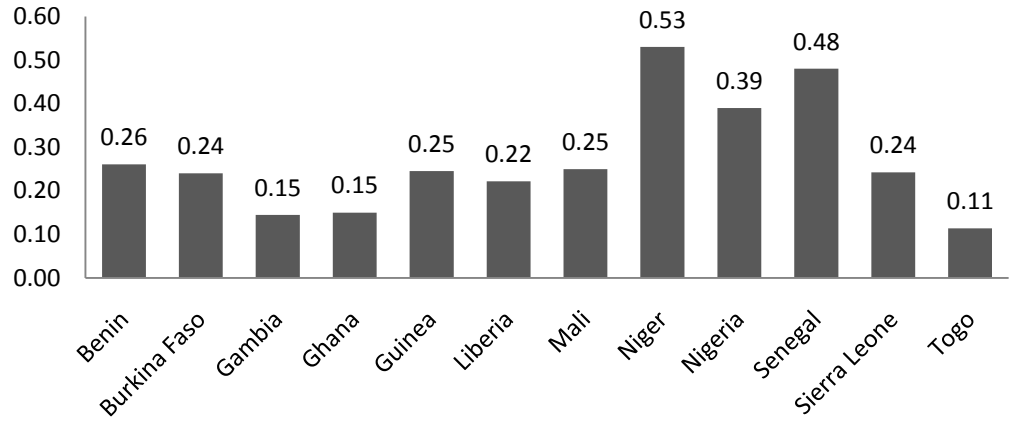
Figure 13. Required agricultural funding growth rate (%) to achieve CAADP 6% target rate by 2015



Source: Model simulation results for ECOWAS countries.

How changes in funding affect growth and other targets is an important consideration. The example of ECOWAS countries show that, on average, a 1 percent increase in agricultural spending raises the sector's growth rate by 0.272 percent, which is lower than the African average of 0.37 percent. Niger and Senegal are the only countries whose agricultural growth elasticities of investment are higher than the African average (Figure14). This suggests that, in addition to the much needed scaling up of agricultural investments, substantial effort is needed to improve spending efficiency so that higher return per unit of investment can be realized.

Figure 14. Current responsiveness of agricultural growth to agricultural funding



Source: Model simulation results for ECOWAS countries.

4. REVIEW AND DIALOGUE PROCESSES AS PART OF EVIDENCE AND OUTCOME-BASED PROCESSES UNDER CAADP[3]

The detailed review of country investment programs that are developed under the roundtable process and form the basis of the country compacts is a critical and innovative component of CAADP and is a core element of the evidence and outcome-based planning approach. The review includes evaluations of the extent to which CAADP values and principles, such as inclusive review and dialogue, as well as regional complementarity are sufficiently embedded in country investment plans. The review also allows for an accounting of the extent to which best practices and success factors identified in the pillar framework documents and related implementation guides are incorporated into the plan designs.[4] Moreover, it relays whether the plans are consistent with the long-term growth and poverty reduction goals described in Section 3. Finally, the review allows stakeholders to evaluate whether proposed program interventions are adequately costed, logically constructed, and implementation ready.

In this section, Rwanda, the first country to organize a CAADP roundtable and the most advanced in the implementation process to date, is used as an example to illustrate one aspect of the review process described, namely, the extent to which there is consistency between a country's proposed investment plans and its long-term growth and poverty reduction targets. The technical input for the review comes from the stocktaking and growth options analyses described earlier, which served as a guide for technical discussion during the roundtable and informed the strategic choices underlying the CAADP compact. The review focuses on a core set of indicators and their consistency between plans and under alternative long-term scenarios. They are:

1. the current and declared precompact agricultural subsector and sectorwide growth rates, including the CAADP target growth rate of 6 percent. These rates usually are defined in key government strategy documents and specified for various long-term growth and poverty reduction scenarios;
2. the alternative rates of growth for agriculture and the nonagricultural sector that are required to achieve alternative growth and poverty reduction outcomes;
3. the different levels of expenditures that are needed to arrive at growth rates specified in the preceding points 1 and 2 and achieve the related growth and poverty reduction outcomes. These include both expenditure growth trends, including the 10 percent Maputo target, and sector expenditure shares;
4. the agricultural trade performance indicators, particularly the subsector export and import growth rates as well as the overall agricultural sector trade position that are associated with the different growth scenarios; and
5. the changes in poverty levels, both nationwide and in the disaggregated regional and population categories.

The review first evaluates whether current indicator trends are in line with long-term targets. Next, it ascertains the extent to which the proposed investment plans would affect these indicators, that is, the extent to which they would help

1. achieve the long-term growth rates that are required under the different growth and poverty reduction projections imbedded in the country CAADP compact;
2. raise expenditure levels to meet the funding requirements that were projected under the various scenarios, including progress toward the 10 percent budget target;

[3] See Badiane and Ulimwengu (2009) and NEPAD (2009).

[4] See Section 5 for a discussion of pillar framework documents and implementation guides and their role in evidence and outcome-based processes.

3. induce the changes in agricultural exports that were projected under the compact and are required for the alternative growth and poverty reduction scenarios to materialize; and
4. bring about the targeted changes in national as well as disaggregated poverty levels under the different growth and poverty reduction scenarios.

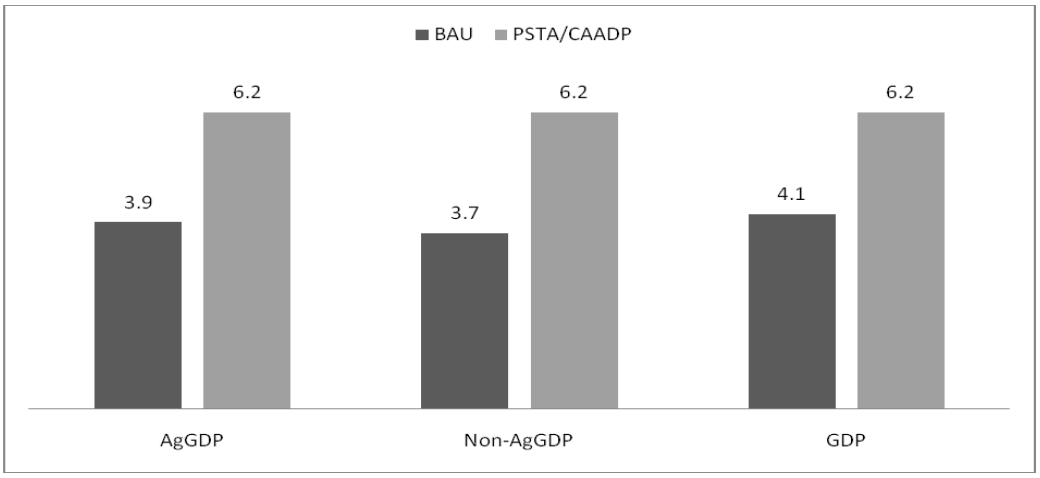
The types of results and information resulting from the review process described earlier are discussed here.

Alignment of Current Trends with Long-term Growth and Poverty Targets[5]

According to the Rwanda roundtable projections, overall GDP, agricultural GDP, and nonagricultural GDP all are expected to grow by 6.2 percent on average under the Plan Stratégique pour la Transformation de l'Agriculture (PSTA)/CAADP scenario. This scenario is based on the targets and objectives laid out in key government documents, including 2020 Vision, the Economic Development and Poverty Reduction Strategy (EDPRS)/PSTA, and other subsectoral strategy documents. The scenario intended to achieve these goals is referred to here as PSTA/CAADP.

The results of the review indicate that projected growth indicators are much higher under this scenario than under past trends and thus confirm its superiority. Agricultural GDP growth during the preroundtable period or under the business as usual (BAU) scenario amounts to 3.9 percent, whereas the growth rates for nonagricultural GDP and overall GDP are 3.7 percent and 4.1 percent, respectively (Figure 15a). Under the PSTA/CAADP scenario, growth rates across the three sectors would amount to 6.2 percent. The results of the review also indicate that the growth rates under the PSTA/CAADP scenario would not be high enough to allow Rwanda to achieve the MDG of halving poverty by 2015. To achieve that goal, agricultural, nonagricultural, and overall GDP growth rates would need to climb to 9 percent, 8 percent, and 7.2 percent, respectively (Figure 15b).

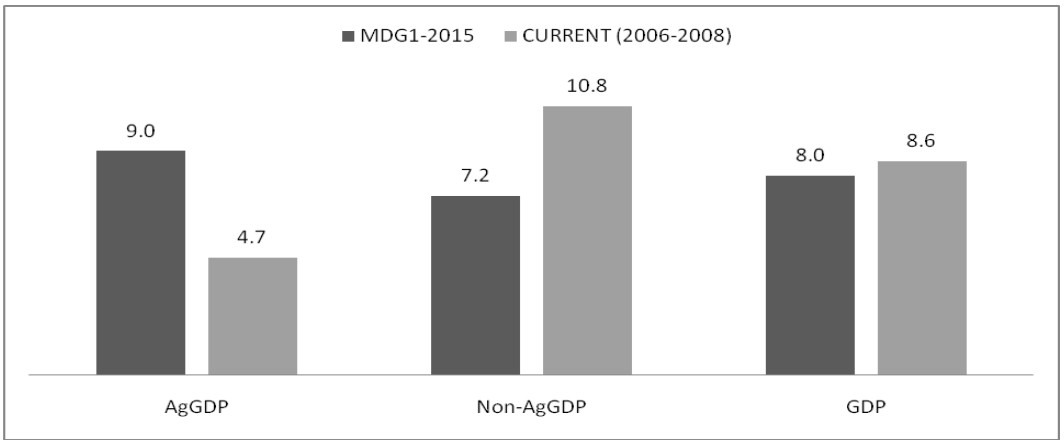
Figure 15a. Long-term growth targets versus precompact and postcompact performance



Source: Badiane and Ulimwengu 2009.
Note: AgGDP, Agricultural gross domestic product; GDP, gross domestic product; Non-AgGDP, nonagricultural gross domestic product.

[5] Long-term targets are taken from Diao et al. (2007).

Figure 15b. Long-term growth targets versus precompact and postcompact performance



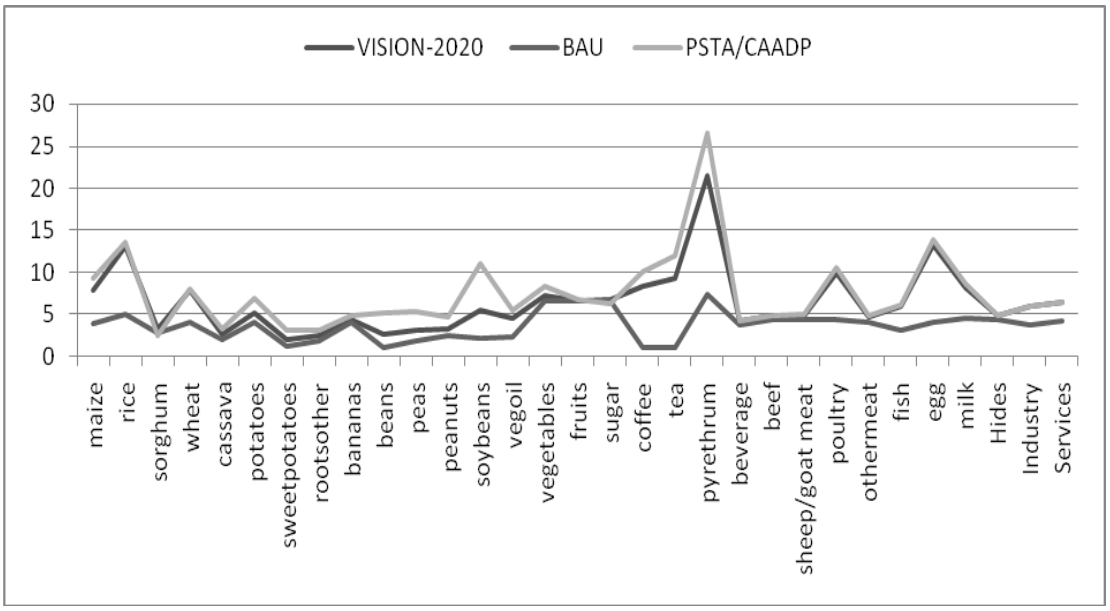
Source: Badiane and Ulimwengu 2009.

Subsector Growth Outcomes under the Investment Plans

Agricultural investment plans are designed and implemented with specific subsectors in mind. Therefore, the evidence and outcome-based planning process should allow for review of plan outcomes at the individual subsector level. The results in the case of Rwanda are shown in Figures 16 and 17. Figure 16 shows the subsector target growth rates under the BAU, 2020 Vision, and PSTA/CAADP scenarios. The figure gives an idea of the increase in subsector growth performance that government is seeking under the latter two scenarios compared to the first scenario. For instance, the figure shows the amount of effort that would be required from individual subsectors to achieve the output growth rates that would lead to the PSTA/CAADP growth and poverty outcomes in contrast to rates under BAU. The comparison shows that yields would have to double from precompact levels for commodities such as wheat, beans, and peas and would have to triple for other commodities such as rice, soybeans, coffee, tea, and pyrethrum. Such information is important to allow government to gauge the level of realism of proposed plans before embarking on their implementation.

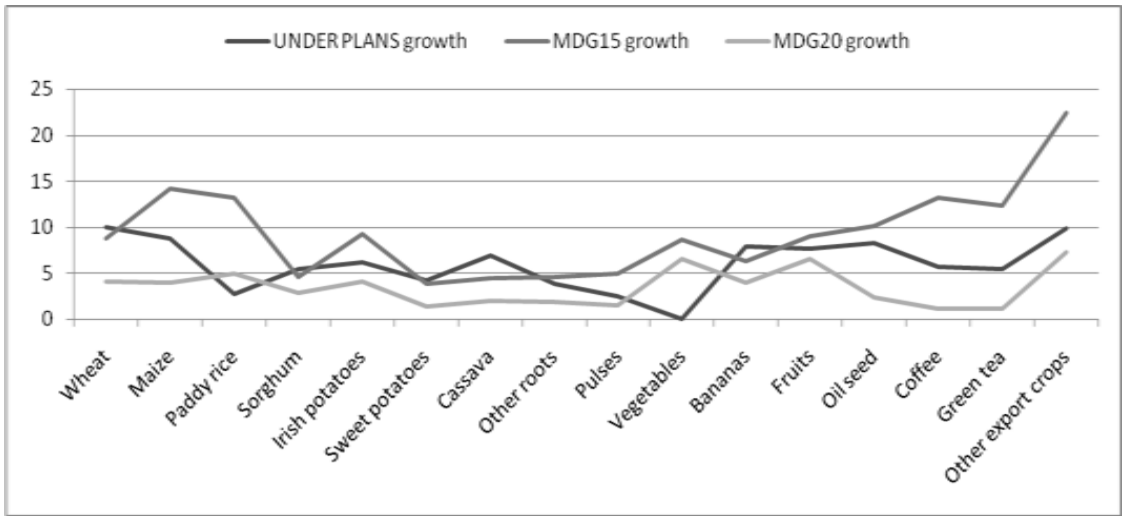
Figure 17 contrasts the subsector growth rates under proposed government investments plans resulting from the CAADP compact with the rates that are required to achieve the poverty MDG by 2015 and 2020. The locus of the three lines indicates that implementation of the postcompact investment plans is very likely to allow Rwanda to achieve the required growth rates in almost all subsectors and realize the poverty MDG by 2020. In contrast, the expected level of subsector growth performance is unlikely to lead to the realization of that goal by 2015. The only subsectors that would achieve the levels of growth that would be required for achievement of MDG1 by 2015 are sorghum, sweet potatoes, cassava, and bananas. However, the investment plans would be expected to yield across-the-board subsector growth rates that would meet the requirement of achieving MDG1 by 2020.

Figure 16. Long-term subsector growth targets (%) versus precompact performance.



Source: Badiane and Ulimwengu 2009.

Figure 17. Long-term subsector growth targets (%) versus targets under proposed investment plans

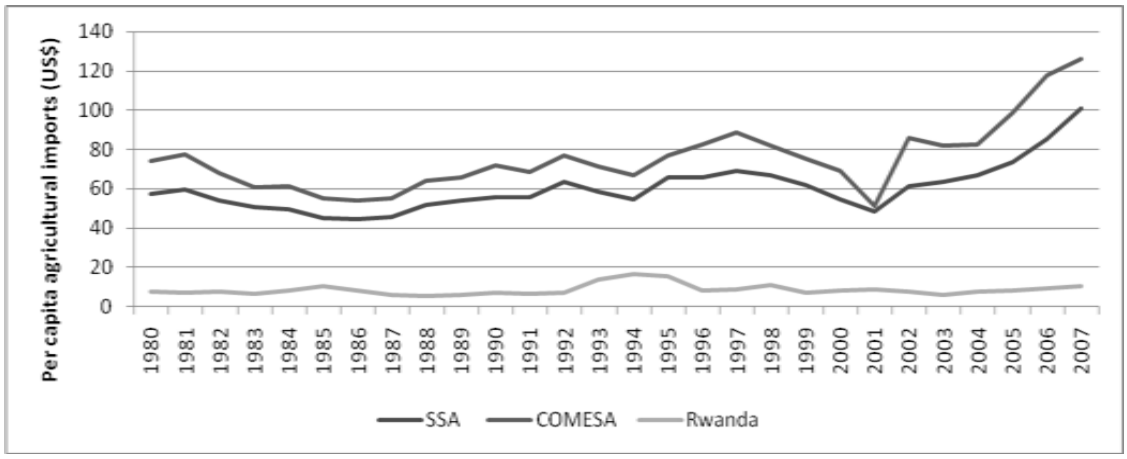


Source: Badiane and Ulimwengu 2009.

Agricultural Trade Performance under Proposed Investment Plans

In addition to growth, improved trade performance is an important strategic goal that requires assessment by the review under the evidence and outcome-based process. This is best accomplished by comparing a country's performance with that of its peers. Agricultural imports to Rwanda are much lower compared to the average of Sub-Saharan African (SSA) and COMESA countries. As shown in Figure 18, per capita agricultural imports for Rwanda are well below US$20 but reach more than US$100 on average for SSA and COMESA countries. Figure 18 also shows that import trends in Rwanda have remained flat for the past 25 years, except during the war years. This compares favorably to African countries, which experienced rather rapid expansion of per capita imports since the early 1990s.

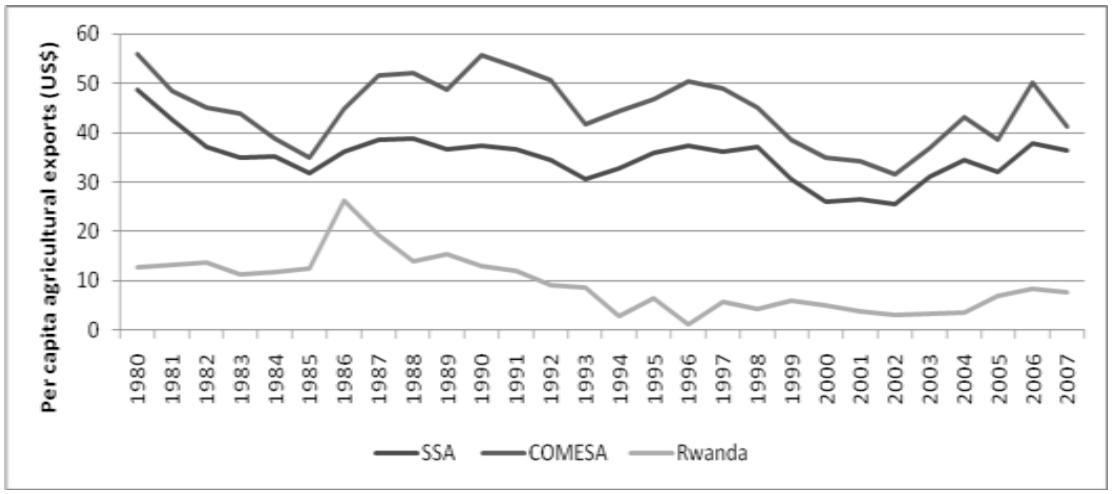
Figure 18. Per capita agricultural imports



Source: Badiane and Ulimwengu 2009.

Per capita agricultural exports from Rwanda have similarly been lower than the African and COMESA averages, with values less than US$10 over the last 15 years. SSA and COMESA countries have maintained average per capita agricultural exports of two to three times Rwandan levels over the same period (Figure19). Figure 19 also shows that per capita exports started to pick up much later in Rwanda than in the comparator countries. Exports and imports of COMESA and other African countries both started climbing again around 2000, compared with 2004 to 2005 for Rwandan exports. Furthermore, the pace of expansion of per capita imports in Rwanda is much slower than that of exports, whereas the opposite is true for the other countries. Therefore, Rwanda's agricultural trade balance has evolved more positively than that of the average African country and COMESA member state. Of note, Rwanda's export performance since the early 1990s is well below that of the 1980s. This may indicate that there is scope to substantially raise export levels, as implied by the long-term growth projections and as intended under the proposed investment plans. The surge in per capita export levels since 2004, shown in Figure19, seems to confirm that scope.

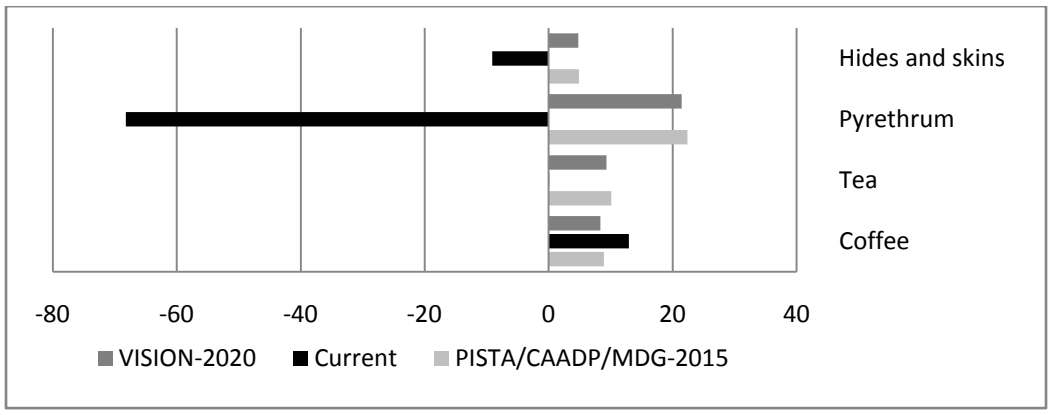
Figure 19. Per capita agricultural exports



Source: Badiane and Ulimwengu 2009.

Recent trends (2008–2009) in the growth of key crop exports, such as tea, pyrethrum, and hides and skins, suggest that the country is performing well below its long-term targets. Only coffee exports are on par with long-term targets. Overall, exports for coffee grew by 13 percent, which is well above the 8.9 percent target specified in the PSTA/CAADP and MDG-2015 scenarios and the 8.3 percent target of Vision 2020 (Figure20). However, tea exports are growing at only 0.1 percent, and exports of pyrethrum and hides and skins have declined by 68.3 percent and 9.1 percent, respectively.

Figure 20. Targeted crop export growth and current trends



Source: Badiane and Ulimwengu 2009.

Agricultural Sector Spending under Proposed Investment Plans

Evaluation of the realism of public investment levels is important and is a core task of the evidence and outcome-based planning process. For Rwanda, the proposed investment plans comprise the following four major programs:

1. Intensification and development of sustainable production systems
2. Support to the professionalization of the producers
3. Promotion of commodity chains and agribusiness development
4. Institutional development

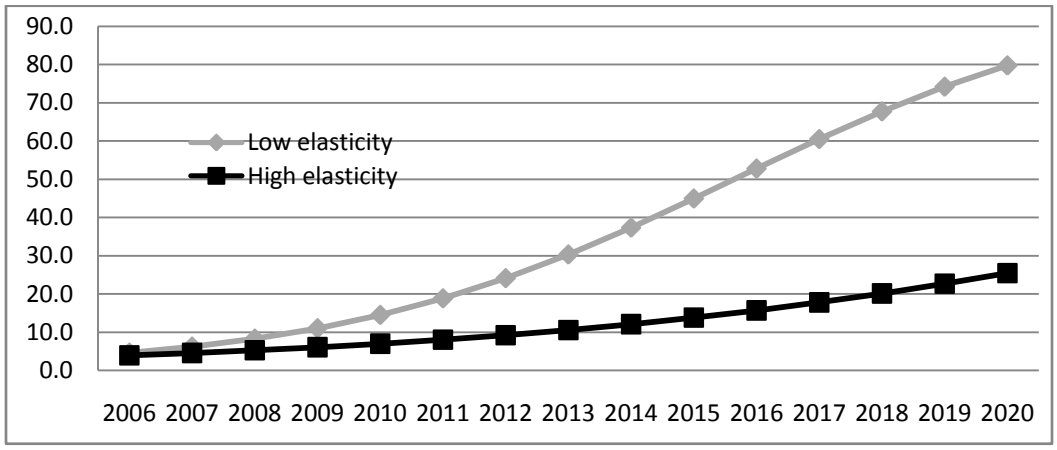
Under these plans, the agricultural share of total spending is estimated to be around 6.7 percent, which is lower than the required average spending shares to achieve MDG1 by 2015 (10 percent) but higher than what is required to achieve the CAADP growth target of 6 percent (Table 2). Figure 21 shows the expected long-term increases in the required share of agricultural funding to achieve MDG1 by 2015 and 2020. The estimations of the required funding levels are carried out under the assumption of high and low elasticities of agricultural growth with respect to public expenditures. The high elasticity value corresponds to the observed African average, whereas the low value corresponds to the actual elasticity estimates for Rwanda. The difference between the two funding trend lines can serve as an indicator of the scope for increased public expenditure effectiveness in Rwanda and thus an incentive for government to adopt better policies and budget management practices.

Table 2. Agricultural share of total spending (%)

	PSTA II	CAADP		MDG1	
		Low elasticity	High elasticity	Low elasticity	High elasticity
2010	6.7	6.6	4.4	9.2	5.2
2015		17.6	6.5	34.5	10.0

Source: Badiane and Ulimwengu 2009.

Figure 21. Share of agriculture in total spending required for MDG1-2020

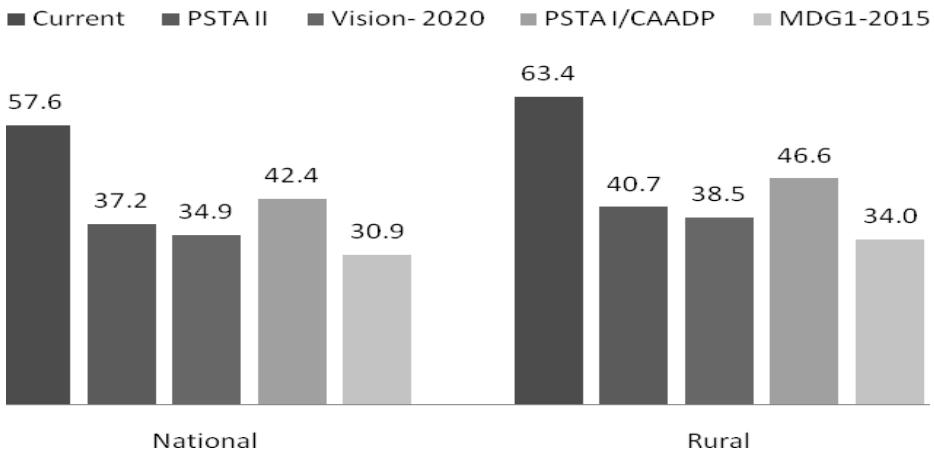


Source: Badiane and Ulimwengu 2009.

Changes in Income, Poverty Levels, and Nutritional Status under Proposed Investment Plans

The ultimate objective of evidence and outcome-based planning and the related review process is to maximize the likelihood of achieving strategic goals such as poverty reduction and food and nutrition security. The results of the review guide government in choosing among alternative strategy options and investment packages. Figure 22 shows that, in the case of Rwanda, poverty reduction under proposed investment plans would be higher than under the PSTA I/CAADP scenario but lower than what is required to achieve MDG1-2015. If the growth and productivity targets in the investment plans were to be achieved, however, the poverty MDG would be realized by 2020.

Figure 22. Poverty rates (%) under different investment plans



Source: Badiane and Ulimwengu 2009.

The preceding sections illustrate how the evidence and outcome-based approach can be applied to guide strategy and policy planning processes. The results of the related systematic review work provide a rich set of information that is useful for making necessary changes and adjustments in plan design that will maximize the likelihood of meeting strategic goals and targets. Application of the approach to Rwanda's CAADP investment plans shows its usefulness in guiding strategic decision making. The review outcome indicates the following:

1. The growth targets in Rwanda's strategy documents and under the proposed investment plans call for a significant improvement in overall economic and agricultural sector performance compared to precompact levels.
2. Performance during the postcompact period thus far has exceeded the long-term targets in terms of overall economic and nonagricultural sector growth.
3. In contrast, growth performance in the agricultural sector, although 20 percent higher than precompact levels, is nearly 50 percent below long-term targets.
4. In terms of performance to be achieved in order to meet long-term targets, yields would have to double from precompact levels for wheat, beans, and peas and would have to triple for rice, soybeans, coffee, tea, and pyrethrum.
5. If investment plans are successfully implemented to achieve their implied yield targets for individual sectors, they would meet the required long-term growth objectives to realize the poverty MDG by 2020 but not by 2015. The required growth rates for the latter period are no longer within reach.
6. The challenge is particularly serious in the export sectors, where postcompact export performance is well below long-term targets (except for coffee exports).
7. It is critically important that all efforts be made to achieve the yield targets that are implied in the investment plans for the remaining export sectors;
8. Postcompact agricultural expenditure shares so far exceed the Maputo goal of 10 percent and would slightly exceed the required long-term levels to meet the poverty MDG by 2020. Therefore, it is crucial that planned investment plans sustain these funding levels.

In summary, the review indicates that the expected targets under the planned investment plans are in line with the long-term growth and poverty objectives specified during the roundtable and underlying the CAADP compact for Rwanda. If successfully implemented, the plans would allow Rwanda to realize the poverty MDG by 2020. Three areas deserve particular attention: (1) maintaining sector expenditure growth rates at or about postcompact levels; (2) turning around trends in the export sectors outside of coffee to achieve the required productivity and export growth targets; and (3) creating the institutional and analytical capacities to track the poverty and distributional impacts of the investment plans.

5. CREATING ANALYTICAL AND KNOWLEDGE CAPACITIES TO SUPPORT CAADP IMPLEMNTATION

Capacities for routinely carrying out targeted analytical work and processing the research findings and data into knowledge products that can be used by policymakers and other stakeholders to support policy design and execution as well as review and dialogue on priorities and outcomes are critical elements of the architecture of evidence and outcome-based planning. In the case of CAADP, that architecture is built around the following:

1. A framework document and an implementation guide that identify best practices, success factors, and policy as well as program development tools and blueprints that support implementation under each of the four pillars described earlier;
2. Establishment of an African Growth and Development Policy (AGRODEP) modeling consortium to build the capacity for a critical mass of modelers that will sustain the analytical work needed to guide planning and implementation processes based on locally relevant research; and
3. Web-based knowledge systems that will (a) process, store, and disseminate data and knowledge products resulting from the analytical work, and (b) implement a monitoring and evaluation strategy to track and assess policy and program implementation performance and outcomes and do so comparatively in order to facilitate peer review and learning across countries.

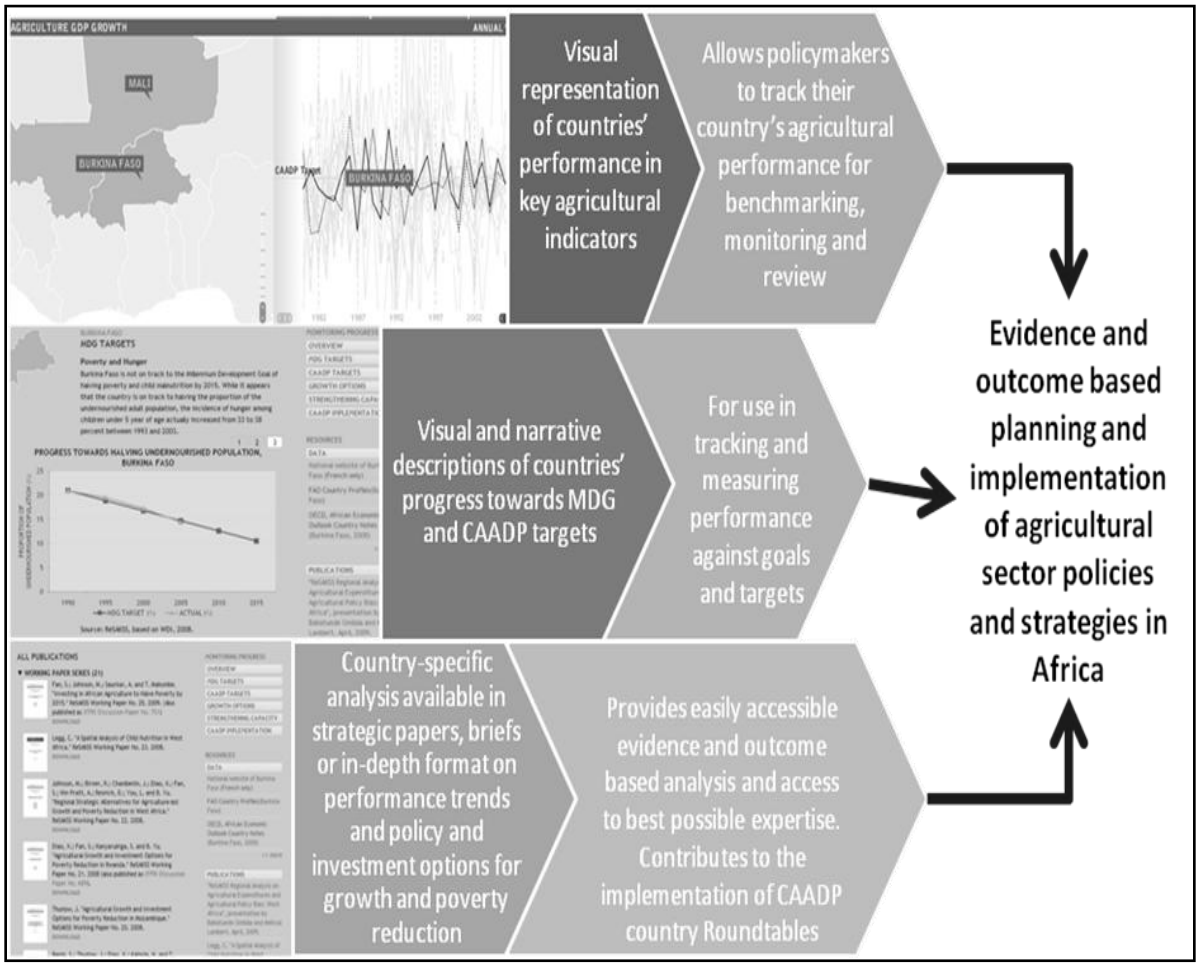
CAADP pillar frameworks and implementation guides are prepared by designated lead pillar institutions (LPIs) mandated by the AUC and the NPCA to provide strategic leadership and implementation guidance under each of the pillars.[6] The first task of LPIs is to mobilize leading experts from within and outside of Africa to form an expert reference group (ERG) that will guide the drafting and validation of framework documents and implementation guides. RECs and their member states use the documents and guides to support their planning and implementation activities. For that purpose, the different LPIs mobilize technical expertise and work directly with regional and country-level teams. Their involvement increases the chance of adoption of best practices and integration of critical success factors in country programs and thus of positive outcomes. They contribute to the spread of lessons across countries and shorten the learning curve for country teams. They reduce the knowledge gap at the early stages of planning and allow countries to focus their use of expensive expertise on the remaining critical gaps.

The ultimate goal of the second leg of the evidence and outcome-based architecture, the AGRODEP modeling consortium, is to ensure the availability of continued and expanded capacities for performing the analytical work needed to support the practice of evidence and outcome-based policy planning and implementation. Specifically, the consortium seeks to facilitate the emergence of a critical mass of world-class modelers in Africa, thereby creating local capacities to address issues of strategic importance to African countries as well as capacities to partner with outside modelers dealing with issues of global concern. The key components of the consortium include the (1) establishment of a shared information technology (IT)-based modeling infrastructure to allow consortium members across Africa to access a family of cutting-edge modeling tools, (2) development of a distributed database linking major data sources on Africa to facilitate access to high-quality data by members, and (3) creation of a community of practitioners to work on a limited set of key strategic policy research agenda items in Africa.

[6] The current LPIs are the University of Zambia and the Inter-State Committee on Drought and Development (CILSS) for Pillar 1; the Office of the Coordinator General of the Conference of Ministers of Agriculture of West and Central Africa (CMAWCA) for Pillar 2; the African Center for Food Security of the University of KwaZulu Natal for Pillar 3; and the Forum of Agricultural Research in Africa (FARA) for Pillar 4.

The Regional Strategic Analysis and Knowledge Support System (ReSAKSS), the third leg of the evidence and outcome-based architecture, provides support in the following three critical areas: (1) strategic analysis, (2) knowledge management and communications, and (3) capacity strengthening (Figure 23). The objective is to facilitate access by the RECs and their member states to policy-relevant analyses of the highest quality in order to generate the necessary knowledge to improve policymaking, track progress, document success, and derive lessons that can feed into the review and learning processes associated with implementation of the CAADP agenda. IFPRI has helped to establish and coordinate a total of three regional ReSAKSS nodes at the continental level. The regional node in West Africa (ReSAKSS WA) is hosted by the International Institute of Tropical Agriculture (IITA), based in Ibadan, Nigeria. It operates under a coordination and governance structure (steering committee) chaired by ECOWAS. The South Africa and East Africa nodes are hosted by the International Water Management Institute (IWMI), based in Pretoria, South Africa, and the International Livestock Research Institute (ILRI), in Nairobi, Kenya, respectively. The steering committees of the two nodes are chaired by the respective RECs, COMESA and the Southern African Development Community (SADC). The governance structures ensure that work of the knowledge systems feeds into the decision-making processes at the regional and country levels.

Figure 23. ReSAKSS and evidence/outcome-based planning and implementation under CAADP



Source: IFPRI, 2010.

Strategic analysis activities help fill critical knowledge gaps identified by regional stakeholders and assist member states in assessing their progress toward realizing key strategic goals, in this case the CAADP and MDG goals. Working with national, regional, and international centers of expertise, ReSAKSS also helps countries assess policy and investment options for accelerating growth and reducing poverty and hunger. Under their knowledge management and communication component, the three regional ReSAKSS nodes and their networks of partners collect data on key indicators such as public spending, develop and apply tools to analyze the data, and disseminate the resulting knowledge products for use by African policymakers and their development partners in order to encourage more evidence-based decision making. To this end, ReSAKSS has developed interactive IT-based knowledge platforms to support CAADP peer-review and dialogue processes.

ReSAKSS helps build and strengthen institutional and technical capacities across countries by promoting collaborative efforts that will generate and disseminate data and information resources and by providing access to relevant knowledge and information products. In particular, ReSAKSS helps facilitate the formulation of shared standards and protocols for the collection, storage, and exchange of data as well as cutting-edge methodologies for data and policy analysis.

At the national level, ReSAKSS supports the establishment of national Strategy Analysis and Knowledge Support System (SAKSS) nodes to extend their reach and better support the design and implementation of national agricultural strategies and programs. The ultimate goal of the national SAKSS node is to improve the quality of policy, strategy design, and implementation through facilitation of well-informed planning, review, and dialogue processes. Its most important operations are (1) the mobilization of available expertise at the country level in order to generate targeted knowledge products, and (2) the packaging, accessible storage, and dissemination of such products to support the design and implementation of agricultural growth and poverty reduction programs.

The national SAKSS node builds upon existing resources and capacities at the national, regional and international levels in order to avoid duplication and ensure synergy. It will comprise at least the following:

- An analytical node bringing together national agricultural research institutes, universities, statistics offices, the technical arms of professional organizations, and other relevant research entities.
- A mechanism or forum for review, dialogue, and learning to be coordinated at a high level (permanent secretary or director of department) and inclusive of all stakeholders (government institutions, professional associations, civil society, and technical and financial partners).

6. CONCLUSIONS

This paper presents an approach for creating institutional and technical capacities that will promote evidence and outcome-based policy planning and implementation in support of growth, poverty reduction, and food and nutrition security, using CAADP as the example. The following elements are identified as key components:

1. Development, at the highest level, of a collective strategy and agenda for growth, poverty reduction, and food and nutrition security, similar to the CAADP agenda
2. Definition of modalities for program implementation at different levels, particularly regional and country levels
3. Mobilization of key actors and clarification of their respective roles in implementation of the agenda
4. Systematic stocktaking of key achievements and challenges with respect to major strategy and policy targets, such as investments, growth, and poverty reduction
5. Identification of alternative strategy options and scenarios to achieve these targets
6. Establishment of inclusive mechanisms for review, dialogue, benchmarking, and mutual learning
7. Creation of the needed analytical and knowledge capacities to inform, guide, and track policy planning and implementation processes.

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